

**AGENDA:** February 25, 2003

**CATEGORY:** Unfinished Business

**DEPT.:** Public Works

**TITLE:** Community Center/Senior Center  
Projects Funding Priority/Interim Senior  
Center Plans and Specifications/Tree  
Removal Authorization

**RECOMMENDATION**

1. Modify the implementation phasing of the Senior Center/Community Center Master Plan by authorizing staff to stop work on the new Community Center (Project 00-16) and begin design work on the new Senior Center (Project 02-23).
2. Transfer \$14,400,000 of funding from the Community Center (Project 00-16) to the Senior Center (Project 02-23) and increase appropriations in the Senior Center by \$14,400,000, including recommitting \$1,321,000 in Park Land Dedication In-Lieu fees from the Community Center to the Senior Center. (Five Votes Required)
3. Commit and transfer \$425,000 of interest earned in Fiscal Year 2001-02 in the Park Land Dedication Fund to the Senior Center (Project 02-23) and increase appropriations in the Senior Center by \$425,000. (Five Votes Required)
4. Direct staff to convene an ad hoc committee of Senior Center users to advise staff during Senior Center design.
5. Authorize staff to negotiate an architectural services agreement with BSA Architects to design the Senior Center in an amount not to exceed \$1,200,000 and authorize the City Manager to execute the agreement.
6. Approve plans and specifications for the interim Senior Center site work, authorize staff to advertise the project for bids and approve the removal of six Heritage trees with a mitigation of 3:1 tree replacement with 24" box trees.

**FISCAL IMPACT**

The Senior Center Seismic Upgrade, Project 02-23, was funded in the 2001-02 Capital Improvement Program in the amount of \$3,144,356. The remaining project balance is approximately \$2.5 million which has been allocated to the design and construction of the temporary Senior Center.

The Community Center, Project 00-16, was funded in the 2000-01 Capital Improvement Program in the amount of \$15.5 million. Funding sources include CIP Reserve (\$13,330,000), Construction Conveyance Tax (\$500,000) and Park Land Dedication In-Lieu Fees (\$1,671,000). Remaining funds recommended for transfer to the Senior Center include \$12,579,000 of CIP Reserve, \$1,321,000 of Park Land Dedication In-Lieu fees and \$500,000 of Construction Conveyance Tax.

The current project cost estimate for the new Senior Center is \$17.5 million. Currently, three possible funding sources have been identified for the Senior Center: the \$14.4 million balance in the Community Center project; the \$150,000 unspent balance in the Senior Center/Community Center Master Plan; and \$425,000 of uncommitted interest from Park Land Dedication In-Lieu fees for a total of \$14,975,000. The unfunded balance of approximately \$2,500,000 must be assembled before construction in 2005 or the project scope will need to be reviewed to reduce cost if additional funds are not identified.

### **BACKGROUND AND ANALYSIS**

At a February 4, 2003 study session, the City Council considered outstanding policy questions related to the Community Center and Senior Center projects. Among them were:

1. Whether it is currently financially feasible to fund both the Community Center and Senior Center projects.
2. Whether to stop Community Center design at the end of the design development and reallocate budget and staff resources to the Senior Center.
3. Whether to issue a request for proposals or sole-source Senior Center design services.
4. How to design a process that advances a new Senior Center to construction as quickly as possible.

The study session report is included as Exhibit 1 and the minutes of the meeting as Exhibit 2. Staff is making a recommendation for each of the policy questions outlined in the study session report.

### Rephrasing the Community Center and Senior Center Projects

Consistent with the previous Council direction to not proceed with advertising the Community Center project until a funding plan is in place for the Senior Center and the recognition that there is not sufficient funding for both projects at this time, staff recommends modifying the implementation phasing of the Senior Center/Community Center Master Plan improvements by stopping work on the Community Center and allocating the associated staff and budget resources to the Senior Center project (including \$14.4 million of existing Community Center funding). This action would leave a balance of approximately \$200,000 in the Community Center project that would be used for deferred maintenance and minor building enhancements for the Community Center as described in the study session staff report. Given the funding situation, continuing work on the Community Center construction documents will expend resources on a project that is unlikely to go to construction at this time. By modifying priorities, the budget balance in the Community Center project is preserved to reallocate to the Senior Center project.

Staff also recommends allocating the remaining balance of \$150,000 from the Senior Center/Community Center Master Plan contract and \$425,000 of uncommitted interest from Park Land Dedication In-Lieu fees to the Senior Center. These funding actions would provide \$14,975,000 for the Senior Center project. The current project estimate is \$17.5 million. Options for closing this funding gap include identifying additional funding prior to construction, which could begin as soon as spring 2005, and/or reducing the scope of the project.

Approximately 11 percent of the Community Center funding is Park Land Dedication In-Lieu fees (\$1,671,000). The Council previously designated \$350,000 of the In-Lieu fees for design, and this funding has been spent on work completed to date on the Community Center. The balance of the Community Center funds proposed for transfer to the Senior Center project includes \$1,321,000 of In-Lieu fees.

### Undertake a Request for Proposals or Sole-Source Architectural Design Services

To advance the Senior Center project, the Council can either sole-source with the Community Center design team or initiate a consultant selection process. Information about relevant State and Federal laws and City policy for procurement of such professional services is provided in Exhibit 3.

Benefits of sole-sourcing with BSA Architects include their familiarity with the site and project; their familiarity with the City, its codes, development review process and the expectations of the Council and staff; and the expected reduction in design time by approximately six months when compared with issuing a request for proposals for design services. The City-BSA relationship developed over the last year and a half and knowledge gained by BSA working on the Community Center and the Community Center/Senior Center Master Plan have enabled BSA to become familiar with the City's goals for the master plan area, including the new Senior Center facility and the needs of the senior users through meetings and surveys. BSA's knowledge would eliminate the usual learning curve experienced when a new design team begins work on a major capital project. As an alternative, City Council may authorize staff to issue a new request for proposals for Senior Center design services. However, any new architectural firm will not have the knowledge base that BSA Architects has acquired.

A scope of architectural design services for the Senior Center is summarized in Exhibit 4. For the magnitude of services required, staff determined that a fair and reasonable fee for the required design services is approximately \$1,200,000. This determination was made by comparing the scope of work for the Senior Center design to the Community Center design; by evaluating the fee against the fee for similar projects and by verifying that the fee is within the range typically paid for such services. The analysis is further summarized in Exhibit 3.

If authorized to do so, staff will negotiate an architectural services contract with BSA Architects based on the attached scope of services, to be refined as necessary, for a fee not to exceed \$1,200,000. If the City issues a request for proposals for design services and selects a different firm, staff expects the fees to be somewhat higher because of the additional time and effort a new firm would spend gaining familiarity with City staff, the site and the project.

#### Senior Center Project Delivery Process

At the study session, the City Council appeared receptive to a design process that includes input from the Council through study sessions rather than a City Council ad hoc committee and input from the Senior Center users through a committee that will advise staff during design. If directed to do so by the City Council, Public Works Department and Community Services Department staff will work to form an ad hoc committee of Senior Center users to advise staff during design of the Senior Center. Staff will return to Council with information on the makeup, size and statement of purpose of the ad hoc Senior Center committee.

### Approval of Plans and Specifications for Interim Senior Center Site Improvements

On November 19, 2002, City Council directed staff to construct a temporary modular Senior Center adjacent to the existing Senior Center site on Escuela Avenue. The site work, including parking area, walkways and utilities, is designed and ready for advertising for bids. The modular building and kitchen will be bid separately through the City's Purchasing Division by the end of February. Completion of the site work is required before the modular building components can be brought onto the site.

The current cost estimate for the site improvements is approximately \$550,000. This estimate is higher than the original estimate of \$350,000 that was prepared when the site plan for this interim site was in a conceptual stage. One of the main reasons for the increased cost is that many of the site improvements for the temporary Senior Center have been designed to also serve the permanent Senior Center. These improvements include the water, sewer, storm drain and most of the parking area. Some reconfiguration of the parking area will be required when the permanent Senior Center is constructed, but most of the new pavement area should be reusable for the permanent facility. The utilities will be extended to the western edge of the new parking lot to serve the future child-care facility to avoid later trenching through the parking area. While these items add additional cost now, they offset future construction cost of these facilities and avoid the disruption of future construction to the interim Senior Center portion of the site during construction of the permanent Senior Center.

Staff will return to the Council for award of the construction contract with actual costs in April after bids are received. Staff will also update the Council with an estimate of all of the interim Senior Center improvements to compare with the \$2.5 million budget for the improvements.

Six Heritage black walnut trees must be removed to construct the temporary Senior Center. On February 12, 2003, the Urban Forestry Board approved the staff-recommended mitigation measure of 3:1 tree replacement with 24" box trees. The Urban Forestry Board staff report is included as Exhibit 5. The mitigation trees will be planted with construction of the permanent Senior Center.

### Interim Senior Center

At the February 11, 2003 City Council meeting, a Councilmember raised the issue of the possible use of the Community Center as a temporary Senior Center. To assist that discussion, an analysis of such a relocation, dated January 10, 2003, is attached as Exhibit 6, and additional information is provided in a supplemental memorandum dated February 19, 2003 (Exhibit 7).

**AGENDA:** February 25, 2003

**PAGE:** 6

**PUBLIC NOTICING**

Agenda posting, mailing to those requesting notices of action regarding Senior Center and Community Center and posting at Senior Center and Community Center.

Prepared by:

Approved by:

Michael A. Fuller  
Capital Program Manager (Acting)

Cathy R. Lazarus  
Public Works Director

Kevin C. Duggan  
City Manager

- Exhibits:
1. February 4, 2003 Study Session Staff Report
  2. February 4, 2003 Study Session Minutes
  3. February 19, 2003 Professional Services Memo
  4. Scope of Architectural Design Services
  5. February 12, 2003 Urban Forestry Board Staff Report
  6. January 10, 2003 Analysis of Relocating Senior Center Programs to Community Center
  7. February 19, 2003 Supplemental Memorandum

cc: Ms. Lisa Hendrickson  
Avenidas  
450 Bryant Street  
Palo Alto, CA 94301-1799

Ms. Maureen Wadiak  
Community Services Agency  
204 Stierlin Road  
Mountain View, CA 94043

Mr. David D. Ross – AIA  
BSA Architects  
350 Pacific Avenue  
San Francisco, CA 94111

APWD – Ko, TPM, ZA, RM, RS – Petersen, CPM(A),  
SPM – Fallah, SDZA – Fulford, SCE – Muench